

Office of Medicaid BOARD OF HEARINGS

Appellant Name and Address:



Appeal Decision:	Denied	Appeal Number:	2209364
Decision Date:	1/27/2023	Hearing Date:	01/25/2023
Hearing Officer:	Sara E. McGrath		

Appearances for Appellant:



Appearances for MassHealth:

Dr. David Cabeceiras



*Commonwealth of Massachusetts
Executive Office of Health and Human Services
Office of Medicaid
Board of Hearings
100 Hancock Street
Quincy, MA 02171*

APPEAL DECISION

Appeal Decision:	Denied	Issue:	Prior Authorization for Dental Services
Decision Date:	1/27/2023	Hearing Date:	01/25/2023
MassHealth Rep.:	Dr. David Cabeceiras	Appellant Rep.:	
Hearing Location:	Board of Hearings, Quincy		

Authority

This hearing was conducted pursuant to Massachusetts General Laws Chapters 118E and 30A, and the rules and regulations promulgated thereunder.

Jurisdiction

Through a notice dated November 23, 2022, MassHealth denied the appellant's request for prior authorization of comprehensive orthodontic treatment (Exhibit 1). The appellant filed a timely appeal on December 19, 2022 (130 CMR 610.015(B); Exhibit 2). Denial of a request for prior approval is a valid basis for appeal (130 CMR 610.032).

Action Taken by MassHealth

MassHealth denied the appellant's request for prior authorization of comprehensive orthodontic treatment.

Issue

The appeal issue is whether MassHealth was correct, pursuant to 130 CMR 420.431(C), in determining that the appellant is ineligible for comprehensive orthodontic treatment.

Summary of Evidence

MassHealth was represented at hearing by Dr. David Cabeceiras, an orthodontic consultant from DentaQuest, the MassHealth dental contractor. The evidence indicates that the appellant's provider submitted a prior authorization request for comprehensive orthodontic treatment, together with X-rays and photographs, on November 21, 2022. As required, the provider completed the Handicapping Labio-Lingual Deviations (HLD) Form, which requires a total score of 22 or higher for approval. The provider's HLD Form indicates a total score of 23, as follows:

Conditions Observed	Raw Score	Multiplier	Weighted Score
Overjet in mm	5	1	5
Overbite in mm	8	1	8
Mandibular Protrusion in mm	0	5	0
Anterior Open Bite in mm	0	4	0
Ectopic Eruption (# of teeth, excluding third molars)	0	3	0
Anterior Crowding ¹	Maxilla: Yes Mandible: Yes	Flat score of 5 for each ²	10
Labio-Lingual Spread, in mm (anterior spacing)	0	1	0
Posterior Unilateral Crossbite	No	Flat score of 4	0
Posterior impactions or congenitally missing posterior teeth	0	3	0
Total HLD Score			23

The form also includes space for providers to indicate whether, regardless of score, a patient has one of the thirteen conditions (described below) that would result in automatic approval, and/or to provide a narrative to explain why orthodontic treatment is otherwise medically necessary pursuant to certain guidelines. The provider in this case alleged the presence of an auto-qualifying condition (impinging overbite), and also indicated that he was submitting a medical necessity narrative. The narrative consists of a few words at the bottom of the cover letter that was submitted with the PA request. It states: "PT. PRESENTS WITH A CLASS II DIV I DEEP BITE WITH BILATERAL CROWDING & EXCESSIVE OVERJET & OVERBITE" (Exhibit 3, p. 8).

Dr. Cabeceiras testified that when DentaQuest initially evaluated this prior authorization request on

¹ The HLD Form instructs the user to record the more serious (i.e., higher score) of either the ectopic eruption **or** the anterior crowding, but not to count both scores.

² The HLD scoring instructions state that to give points for anterior crowding, arch length insufficiency must exceed 3.5 mm.

behalf of MassHealth, its orthodontists determined that the appellant had an HLD score of 13. The DentaQuest HLD Form reflects the following scores:

Conditions Observed	Raw Score	Multiplier	Weighted Score
Overjet in mm	5	1	5
Overbite in mm	5	1	5
Mandibular Protrusion in mm	0	5	0
Anterior Open Bite in mm	0	4	0
Ectopic Eruption (# of teeth, excluding third molars)	0	3	0
Anterior Crowding	Maxilla: No Mandible: No	Flat score of 5 for each	0
Labio-Lingual Spread, in mm (anterior spacing)	3	1	3
Posterior Unilateral Crossbite	No	Flat score of 4	0
Posterior impactions or congenitally missing posterior teeth	0	3	0
Total HLD Score			13

Because it found an HLD score below the threshold of 22, did not find an impinging overbite, and did not find the medical necessity narrative to be sufficient, MassHealth denied the appellant's prior authorization request on November 23, 2022 (Exhibit 1).

In preparation for hearing, Dr. Cabeceiras completed an HLD Form based on a review of the photographs and X-rays submitted by the provider with the PA request. He determined that the appellant's overall HLD score was 13, calculated below:

Conditions Observed	Raw Score	Multiplier	Weighted Score
Overjet in mm	5	1	5
Overbite in mm	5	1	5
Mandibular Protrusion in mm	0	5	0
Anterior Open Bite in mm	0	4	0
Ectopic Eruption (# of teeth, excluding third molars)	0	3	0
Anterior Crowding	Maxilla: No Mandible: No	Flat score of 5 for each	0
Labio-Lingual Spread, in mm (anterior spacing)	3	1	3
Posterior Unilateral Crossbite	No	Flat score of 4	0
Posterior impactions or congenitally missing	0	3	0

posterior teeth			
Total HLD Score			13

Dr. Cabeceiras testified that while the appellant has a deep bite, there is no indication that the lower front teeth are making contact with the gum tissue in the palate behind the upper front teeth. He also testified that the crowding in both the appellant's upper anterior arch and lower anterior arch measures only about 1 mm (in each arch), less than the 3.5 mm required to score points in the category of anterior crowding. In addition, he stated, the information on the submission is not sufficient to establish medical necessity; he also noted that the narrative cannot be from the appellant's orthodontic provider. He indicated that because the total HLD score is below 22, and the appellant does not have any of the auto-qualifying conditions or otherwise qualify under the medical necessity guidelines, he could not reverse the denial.

The appellant's mother appeared at the hearing telephonically and testified on her daughter's behalf with the assistance of an interpreter. She stated that the appellant has serious problems with her teeth and cannot properly close her mouth. She is requesting treatment not for cosmetic reasons but because her daughter has a pronounced overjet.

Findings of Fact

Based on a preponderance of the evidence, I find the following:

1. On November 21, 2022, the appellant's orthodontic provider submitted a prior authorization request for comprehensive orthodontic treatment to MassHealth.
2. The provider completed a Handicapping Labio-Lingual Deviations (HLD) Form for the appellant, finding an overall score of 23.
3. The provider also alleged that the appellant has an impinging overbite. If verified, this would result in automatic approval.
4. The provider indicated that he was submitting a medical necessity narrative with the PA request. The narrative consists of the following statement: "PT. PRESENTS WITH A CLASS II DIV I DEEP BITE WITH BILATERAL CROWDING & EXCESSIVE OVERJET & OVERBITE."
5. When DentaQuest initially evaluated the prior authorization request on behalf of MassHealth, its orthodontists determined that the appellant had an HLD score of 13. It did not find an impinging overbite.
6. On November 23, 2022, MassHealth notified the appellant that the prior authorization request had been denied.
7. On December 19, 2022, appellant filed a timely appeal of the denial.

8. In preparation for hearing on January 25, 2023, MassHealth orthodontic consultant reviewed the provider's paperwork, finding an HLD score of 13. He found no impinging overbite.
9. The crowding in the appellant's upper anterior arch measures approximately 1 mm.
10. The crowding in the appellant's lower anterior arch measures approximately 1 mm.
11. The appellant's HLD score is below the threshold score of 22.
12. The appellant does not have any of the conditions that warrant automatic approval of comprehensive orthodontic treatment (cleft lip, cleft palate, or other cranio-facial anomaly; impinging overbite with evidence of occlusal contact into the opposing soft tissue; impactions where eruption is impeded but extraction is not indicated, excluding third molars; severe traumatic deviations; overjet greater than 9 mm; reverse overjet greater than 3.5 mm, crowding of 10 mm or more in either the maxillary or mandibular arch, excluding third molars; spacing of 10 mm or more, in either the maxillary or mandibular arch, excluding third molars; anterior crossbite of 3 or more maxillary teeth per arch; posterior crossbite of 3 or more maxillary teeth per arch; two or more congenitally missing teeth, excluding third molars, of at least one tooth per quadrant; lateral open bite of 2 mm or more, of 4 or more teeth per arch; and anterior open bite of 2 mm or more, of 4 or more teeth per arch).
13. The appellant has not established that the service is otherwise medically necessary based on a severe deviation affecting the patient's mouth and/or underlying dentofacial structures; a diagnosed mental, emotional, or behavioral condition caused by the patient's malocclusion; a diagnosed nutritional deficiency and/or a substantiated inability to eat or chew caused by the patient's malocclusion; a diagnosed speech or language pathology caused by the patient's malocclusion; or a condition in which the overall severity or impact of the patient's malocclusion is not otherwise apparent.

Analysis and Conclusions of Law

130 CMR 420.431(C) states, in relevant part, as follows:

The MassHealth agency pays for comprehensive orthodontic treatment, subject to prior authorization, once per member per lifetime younger than 21 years old and only when the member has a handicapping malocclusion. The MassHealth agency determines whether a malocclusion is handicapping based on clinical standards for medical necessity as described in Appendix D of the *Dental Manual*.

Appendix D of the Dental Manual is the "MassHealth Handicapping Labio-Lingual Deviations Index" (HLD), which is described as a quantitative, objective method for measuring PA requests

for comprehensive orthodontic treatment. The HLD allows for the identification of certain auto-qualifying conditions and provides a single score, based on a series of measurements, which represent the presence, absence, and degree of handicap. MassHealth has determined that a score of 22 or higher signifies a handicapping malocclusion.

MassHealth will also approve a prior authorization request, without regard for the HLD numerical score, in two other circumstances: First, MassHealth will approve a request if there is evidence of one or more auto-qualifying conditions: Cleft lip, cleft palate, or other cranio-facial anomaly; impinging overbite with evidence of occlusal contact into the opposing soft tissue; impactions where eruption is impeded but extraction is not indicated, excluding third molars; severe traumatic deviations; overjet greater than 9 mm; reverse overjet greater than 3.5 mm, crowding of 10 mm or more in either the maxillary or mandibular arch, excluding third molars; spacing of 10 mm or more, in either the maxillary or mandibular arch, excluding third molars; anterior crossbite of 3 or more maxillary teeth per arch; posterior crossbite of 3 or more maxillary teeth per arch; two or more congenitally missing teeth, excluding third molars, of at least one tooth per quadrant; lateral open bite of 2 mm or more, of 4 or more teeth per arch; and anterior open bite of 2 mm or more, of 4 or more teeth per arch.

Second, providers may establish that comprehensive orthodontic treatment is medically necessary by submitting a medical necessity narrative that establishes that comprehensive orthodontic treatment is medically necessary to treat a handicapping malocclusion, including to correct or significantly ameliorate one of the following:

- A severe deviation affecting the patient's mouth and/or underlying dentofacial structures;
- A diagnosed mental, emotional, or behavioral condition caused by the patient's malocclusion;
- A diagnosed nutritional deficiency and/or a substantiated inability to eat or chew caused by the patient's malocclusion;
- A diagnosed speech or language pathology caused by the patient's malocclusion;
- or
- A condition in which the overall severity or impact of the patient's malocclusion is not otherwise apparent.

The medical necessity narrative must clearly demonstrate why comprehensive orthodontic treatment is medically necessary for the patient. If any part of the requesting provider's justification of medical necessity involves a mental, emotional, or behavioral condition; a nutritional deficiency; a speech or language pathology; or the presence of any other condition that would typically require the diagnosis, opinion, or expertise of a licensed clinician other than the requesting provider, then the narrative and any attached documentation must:

- clearly identify the appropriately qualified and licensed clinician(s) who furnished the diagnosis or opinion substantiating the condition or pathology (e.g., general

dentist, oral surgeon, physician, clinical psychologist, clinical dietitian, speech therapist);

- describe the nature and extent of the identified clinician(s) involvement and interaction with the patient, including dates of treatment;
- state the specific diagnosis or other opinion of the patient's condition furnished by the identified clinician(s);
- document the recommendation by the clinician(s) to seek orthodontic evaluation or treatment (if such a recommendation was made);
- discuss any treatments for the patient's condition (other than comprehensive orthodontic treatment) considered or attempted by the clinician(s); and
- provide any other relevant information from the clinician(s) that supports the requesting provider's justification of the medical necessity of comprehensive orthodontic treatment.

In this case, the appellant's provider found an overall HLD score of 23, and also alleged that he has a condition (an impinging overbite) that would result in automatic approval regardless of the score. After reviewing the documents included with the provider's submission, MassHealth calculated a score of 13 and found she did not have an impinging overbite. Upon review of the prior authorization documents, a different orthodontic consultant for MassHealth found the HLD score was 13, also finding no impinging overbite.

After reviewing the prior authorization documents, I am persuaded by MassHealth's determination that the HLD score is below 22. The provider gave a total of 10 points for upper and lower anterior crowding, indicating that there was at least 3.5 mm of crowding in each arch. However, because the photographs show only some minor crowding in both arches, the record supports MassHealth's determination (confirmed by two reviewing orthodontists) that the appellant has less than 3.5 mm of crowding in both arches, and that he should not have received any points in this category. With this adjustment, the appellant's total HLD score is below the threshold of 22.

The record also supports MassHealth's determination that the appellant does not automatically qualify for treatment based on an impinging overbite: The cephalometric X-rays shows that shows that when biting down, the appellant's lower front teeth hit the upper front teeth (Exhibit 3, p. 15). As such, there is no evidence that the appellant has a condition that warrants automatic approval without regard for the HLD numerical score.

There is also no evidence that treatment is otherwise medically necessary as set forth in Appendix D of the Dental Manual. The "medical necessity narrative" consists of just a few words to describe the appellant's malocclusion. The provider does not allege that the appellant has any of the specific conditions described in the medical necessity guidelines (e.g., severe deviation affecting the patient's mouth and/or underlying dentofacial structures; diagnosed mental, emotional, or behavioral condition caused by the patient's malocclusion; diagnosed nutritional deficiency and/or substantiated inability to eat or chew caused by the patient's malocclusion; diagnosed speech or language pathology caused by the patient's malocclusion; a

condition in which the overall severity or impact of the patient's malocclusion is not otherwise apparent). For these reasons, the statement submitted by the provider falls well short of what is required under the guidelines.

The appellant has not demonstrated that she meets the MassHealth criteria for approval of comprehensive orthodontic treatment. MassHealth's denial of the prior authorization request was therefore proper.

This appeal is denied.

Order for MassHealth

None.

Notification of Your Right to Appeal to Court

If you disagree with this decision, you have the right to appeal to Court in accordance with Chapter 30A of the Massachusetts General Laws. To appeal, you must file a complaint with the Superior Court for the county where you reside, or Suffolk County Superior Court, within 30 days of your receipt of this decision.

Sara E. McGrath
Hearing Officer
Board of Hearings

cc: DentaQuest